

Alameda Reuse and Redevelopment Authority

Memorandum

To: Honorable Chair and
Members of the Alameda Reuse and Redevelopment Authority

From: Lisa Goldman
Acting Executive Director

Date: February 2, 2011

Re: Endorse "Going Forward" Process and Schedule for Alameda Point
Redevelopment

BACKGROUND

In January 1996, the City of Alameda and the Alameda Reuse and Redevelopment Authority (ARRA) adopted the Naval Air Station Alameda (NAS Alameda) Community Reuse Plan (Reuse Plan), which established the following Vision Statement for the reuse of the former NAS Alameda:

Between now and the year 2020, the City of Alameda will integrate the Naval Air Station property with the City and will realize a substantial part of the Base's potential. Revenues will have increased and a healthy local economy will have resulted from the implementation of a coordinated, environmentally sound plan of conversion and mixed-use development. While building upon the qualities, which make Alameda a desirable place to live, efforts for improving recreational, cultural, educational, housing, and employment opportunities for the entire region will have been successful.

In 2000, the City amended the General Plan to entitle portions of the former NAS Alameda consistent with the Reuse Plan and to allow conveyance of the land and development to proceed on the portions of the base east of Main Street, currently known as Bayport and Alameda Landing. In 2003, the City amended the General Plan to address the redevelopment and reuse of the remainder of the former NAS Alameda, west of Main Street (Alameda Point).

Since then, the ARRA entered into exclusive negotiation agreements (ENA) with two potential master developers to entitle and facilitate conveyance and development of Alameda Point. Neither master developer process resulted in the successful entitlement and development of the property.

"Going Forward" Process

In September 2010, staff initiated a City-led planning and community engagement strategy for "going forward" at Alameda Point. The purpose and intent of the "going forward" community engagement strategy is to identify and describe a community

supported, financially feasible land use vision for Alameda Point. The vision will serve as the basis for a land use and entitlement plan and conveyance agreement with the United States Navy (Navy) for Alameda Point. Staff intends for the “going forward” process to be a two-tiered effort:

1. **Vision and Project Description.** The first tier of the Alameda Point planning process will be to build community support for a feasible vision for the redevelopment of Alameda Point, which serves as the basis for a project description sufficient to commence the state and federal environmental review process. [Estimated completion date: July 2011]
2. **Plan Preparation and Entitlement Approvals.** The second tier of the Alameda Point planning effort will be to complete the entitlement process and approvals necessary to commence the conveyance, disposition and development of land at Alameda Point based on the vision and project description developed as part of the first tier. [Estimated completion date: July 2013]

To commence the community engagement strategy for the visioning process, staff prepared the *Community Planning Workbook*, which was provided to the ARRA at its December 1, 2010 meeting, and designed a series of community forums to engage the community in the process of learning from past efforts and creating a vision for Alameda Point. The workbook and the forums are designed to inform and facilitate a community discussion around a number of critically important development questions for Alameda Point. These questions are designed to highlight and focus community discussion on trade-offs that may be necessary to achieve financial feasibility and fiscal neutrality. The topics highlighted in the community workbook include:

1. Land Use – What is the appropriate mix of recreational, cultural, educational, housing, service, and employment uses at Alameda Point?
2. Building Types and Neighborhood Character – What should new buildings and neighborhoods in Alameda Point look and feel like?
3. Parks and Open Space – How should parks and open space be designed to improve the lives of all Alameda residents?
4. Historic Character, Preservation, and Adaptive Reuse – How should we honor and preserve the history of the former Naval Air Station?
5. Transportation and Access – How should people travel to and from Alameda Point?
6. Community Benefits – Which community benefits are the most important?

Fall 2010 Forums

The City held three community workshops in the fall of 2010. The content and materials presented at the workshops at three different locations throughout the city (i.e., East, Central and West Alameda) was identical. This format allowed residents, business owners, and other interested stakeholders from different neighborhoods to provide ideas and feedback on lessons learned and suggest new ideas for Alameda Point. The workshops occurred on:

- **November 9, 2010** – East Alameda - Bay Farm Island - Grand Pavilion
- **November 18, 2010** – Central Alameda - Mastick Senior Center
- **December 8, 2010** – West Alameda – The O'Club

The forums were well attended (approximately 50-100 participants at each forum), and discussions were animated. An online interactive workbook was also made available at www.alamedapoint-goingforward.com through January 31, 2011. Additionally, staff will hold an Alameda Point Tenant Forum on February 8, 2011.

DISCUSSION

Going forward with a City-led entitlement effort for Alameda Point redevelopment will allow the community to determine its own vision and development standards for Alameda Point before partnering with a private developer or developers. As a result, the City and community have a stronger voice and greater control over the planning process, and future development partners face less entitlement risk and gain greater certainty regarding development potential and investment return.

The greatest challenge to a City-led entitlement effort will be to fund the technical studies, workshops, and efforts that will be necessary at each stage of the two-tiered process. Staff will present a budget for the Vision and Project Description process for approval to the ARRA at the February 15, 2011, special ARRA meeting, along with a preliminary budget for the entire two-year Plan Preparation and Entitlement Approvals process. The final proposed budget for the first year of the Plan Preparation and Entitlement Approvals process will be presented and recommended for approval as part of the FY11-12 budget process. City staff is also seeking grant funds from the Metropolitan Transportation Commission (MTC) for \$750,000 and the Department of Defense's Office of Economic Adjustment for \$200,000 to help fund this predevelopment process.

The key aspects of the first tier of the City-led Vision and Project Description effort over the next six months are as follows:

- **Master Planning.** An inter-departmental staff team will be leading a team of key consultants (i.e., land use planning, real estate economics, civil engineering,

sustainability planning, transportation, and environmental), which will comprise the Alameda Point Resource Team. This Team will prepare and evaluate development alternatives for Alameda Point, according to financial/fiscal, transportation and environmental sustainability criteria, and based on ongoing community feedback and technical analysis, propose a vision concept and project alternatives for acceptance by the ARRA in July 2011. As described above, this project description will serve as the basis for commencing both state and federal environmental review.

- **Long-Term Leasing Strategy.** Concurrently, staff will develop a strategic policy framework for allowing appropriate, long-term uses and tenants at Alameda Point. The master planning effort will inform the development of this strategy. The strategy will discuss geographic, tenant and performance criteria for allowing more long-term leases at Alameda Point and is expected to evolve as the plan for Alameda Point evolves over time.
- **Lawrence Berkeley National Lab Second Campus.** The Alameda Point Resource Team will respond to the Lawrence Berkeley National Lab (LBNL) Request for Qualifications (RFQ) for a location for its Second Campus at Alameda Point. If successful, this planning process will inform the master planning effort for Alameda Point.
- **Land Conveyance Transactions.** Staff will continue to engage the Navy and Statelands Commission in discussions regarding a conveyance agreement and Statelands Exchange Agreement, respectively. Initial discussions over the next six months will also potentially influence the vision prepared for Alameda Point.
- **Other Related Planning Efforts.** Staff will be closely coordinating its master planning effort with other inter-related planning efforts, including the current effort to evaluate preliminary traffic assessments of transportation options for Alameda Point funded through a grant from the Federal Transit Administration; Alameda Point Collaborative's community planning process regarding the potential consolidation of its existing facilities into new improved facilities; the City's Urban Greening Plan, which will assist in the master planning of regional parks and urban farms at Alameda Point; and the Department of Veteran's Affairs proposed outpatient clinic and columbarium adjacent to the ARRA's proposed project.

The following provides a detailed schedule and description of next steps for the "going forward" process.

January 2011

- Commence staff discussions on long-term leasing strategy for Alameda Point
- Commence engagement of City Boards and Commissions in visioning process

- Restoration Advisory Board -- January 6th
- Economic Development Commission -- January 20th
- Planning Board -- January 24th
- Close comment period on Community Planning Workbook – January 31st
- Hold site tour and meeting with staff from the State Lands Commission – January 31st

February 2011

- Request endorsement from ARRA on “going forward” process – February 2nd
- Hold Alameda Point Tenant Forum – February 8th
- Continue engagement of City Boards and Commissions
 - Historical Advisory Board -- February 3rd
 - Recreation and Park Commission -- February 10th
 - Transportation Commission -- February 23rd
- Seek approval from ARRA on Vision and Project Description budget through July 2011 – February 15th
- Finalize contracts for Alameda Point Resource Team, including for transportation, sustainability, real estate economics, and master planning consultant – February 15th
- Prepare a Summary Report of the community feedback received from the community forums, online workbooks, Boards and Commission meetings, and Alameda Point Tenant Forum
- Submit a Strategic Area Planning Grant application to the Metropolitan Transportation Commission (MTC) for \$750,000 to assist ARRA in the funding of the Plan Preparation and Entitlement Approvals process

March 2011

- Present Summary Report of community feedback to the ARRA – March 2nd
- Hold “market testing” interviews with development community

- Prepare and evaluate development alternatives according to land use, financial, fiscal, environmental, and transportation criteria

April/May 2011

- Hold workshops on sustainability topics: environmental, transportation and financial/fiscal sustainability issues
- Present development alternatives to the ARRA – April 6th
- Discuss long-term leasing strategy with the ARRA – April 6th
- Receive response from MTC on Strategic Area Planning Grant
- Continue evaluation of development alternatives and discuss preferred alternative
- Conduct ongoing stakeholder interviews and discussions with community, Boards and Commissions and ARRA regarding alternatives

June/July 2011

- Prepare MTC funding agreements, if grant is awarded to ARRA
- Prepare draft document for a preferred vision concept, including discussion of other potential alternatives
- Prepare draft project description and alternatives sufficient for commencement of state and federal environmental review process
- Finalize long-term leasing strategy
- Recommend approval of the budget for the Plan Preparation and Entitlement Approvals process for FY11-12
- Recommend acceptance of the preferred vision concept, project description, and long-term leasing strategy to the ARRA
- Commence environmental review process

July 2011 – July 2013

- Continue community engagement process for preparation of plans and entitlement approvals and continue discussions of alternatives and trade-offs

- Complete environmental review process
- Complete property transfer and land exchange agreements with Navy and State Lands Commission
- Complete preparation and approval of Entitlement Approvals including Alameda Point Specific Plan and Master Infrastructure Plan

Staff recommends endorsing this City-led predevelopment process and schedule for redevelopment of Alameda Point.

FINANCIAL IMPACTS

The budget for the Vision and Project Description process will be presented and recommended for approval to the ARRA at the February 15, 2011 special ARRA meeting, along with a preliminary budget for the entire two-year Entitlement Approvals process. The final proposed budget for the first year of the Entitlement Approvals process will be presented and recommended for approval as part of the FY11-12 budget process. City staff is also seeking grant funds from the Metropolitan Transportation Commission (MTC) for \$750,000 and the Department of Defense's Office of Economic Adjustment for \$200,000 to help fund this predevelopment process.

RECOMMENDATION

Endorse the "Going Forward" process and schedule for Alameda Point redevelopment.

Respectfully submitted,



Jennifer Ott
Deputy City Manager

JO/dl